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MUNICIPALITY OF

**ON
NORTH**

Date: July 1977


File No.— P 5-2-61

to the Chairman and
Members of the City of Hamilton
Planning and Development
Committee.

REVIEW OF THE RESIDENTIAL ENCLAVES

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1) INTRODUCTION

This report was requested by the committee in May, 1976. A background study was submitted in April, 1977 and since this time further surveys and analysis have enabled a package of policies to be prepared. Plan 1 shows the areas of study. Tables 1 and 2 show the results of the residential and industrial questionnaires respectively.

2) OFFICIAL PLAN AND ZONING

Each enclave, except McAnulty, was designated 'Industrial' in the Official Plan in 1951. McAnulty was originally designated 'Residential' with 'Commercial' on the north, east and west perimeters but was redesignated 'Industrial' in 1969.

Each enclave, except McAnulty, has been zoned for heavy industry since 1950 but a proposed holding by-law will control industry in existing housing areas. McAnulty still retains residential and commercial zoning, reflecting the pre 1969 Official Plan, although a proposed industrial zoning on the blocks either side of Wallace Avenue is tabled at Council.

3) THE ISSUE

The enclaves are 10 distinct residential areas surrounded by industry in the northeast area of Hamilton. Residents have to contend with impure air, bad smells, factory noise, industrial traffic and ugly appearances. Furthermore, uncertainty about the future does not encourage owners or government to spend money in the areas.

This situation has existed for over 25 years; it is not likely to change significantly unless the municipality steps in. The future of the enclaves appears to be one of the most pressing social problems in Hamilton.

4) ANALYSIS - Viability for long term residential use

Two basic alternatives are available to the municipality - housing clearance or retention of housing and area improvement. The following is a generalized summary of factors supporting both clearance and retention.

Factors supporting clearance

- 1) Residents of the enclaves would move to better living conditions. As a result, they would be healthier and would not burden the health services to the same extent.
- 2) Industrialists would be able to expand at reasonable cost.
- 3) There would be no cost for improving the housing areas in the enclaves.

Factors supporting retention

- 1) Affordable housing (1.6% of Hamilton's stock) would be retained. As a result, housing welfare will not be burdened to the same extent.
- 2) The majority (59%) of the residents would be satisfied.
- 3) There would be no cost for acquiring the housing areas in the enclaves. Total cost of acquisition is estimated to be about \$53 M.

It is concluded that a combination of both clearance and retention of housing is needed to achieve the optimum solution for the enclaves. This report recommends that certain areas be acquired in the short term, certain areas be given a long term residential future and that the remaining areas be reviewed at a later date. Each enclave was evaluated against the following criteria to establish the viability for long term residential use (see Table 3 for general summary).

- 1) Public Attitude - percentage of people who wish to remain in the area.
- 2) Standard of Environment - noise, industrial trucks and car parking; general maintenance and presence of greenery.
- 3) Standard of housing - structure, maintenance and type of housing construction.
- 4) Availability of services - schools, parks, stores, public transit, etc.
- 5) Size of area - cost of providing services such as garbage collection, etc.

The ranking of the areas as a result of detailed evaluation of viability for long term residential use was as follows:

1st	McAnulty
2nd	Keith
3rd	Munroe
4th	Rowanwood
5th	Land
6th	Beatty
7th	Leeds
8th	Alpha
9th	Stapleton
10th	Biggar

5) CONCLUSIONS - Policy Package

Biggar (18 dwellings) Stapleton (21 dwellings)

There are two small isolated areas with below average environments and housing. The percentage of residents wishing to remain in Biggar and Stapleton are 38% and 50% respectively. It is concluded that these areas should be acquired and cleared for industry as soon as possible using expropriation if necessary.

Leeds (32 dwellings) Alpha -(160 dwellings)

Keith Pockets (5 and 7 dwellings)

Leeds is a small isolated area with lower than average standard of housing and environment, although questionnaire results show that 70% of residents wish to remain. It is concluded that the planning considerations should outweigh the majority wish. Alpha is an average sized area with lower than average services, housing, and environmental standard. Only 25% of the residents wish to stay.

The Keith pockets are very small areas cut off from the main body of the Keith enclave.

It is concluded that these 4 areas should be acquired and cleared for industry at an early date. Purchase should be from willing vendors at the beginning of the program, but by expropriation, if necessary, towards the end.

Clearance Program (243 dwellings)

The acquisition of dwellings in the areas proposed for clearance would cost an estimated \$ 7.29 M. A budget of \$ 2 M per annum would be needed for a program of 3 to 4 years. The Regional Act does not permit the City to purchase lands for industrial purposes; the funds must, therefore, come from the Region, perhaps supported by the Province. It is noted that provincial funds provide 50% of the annual \$600,000. budget for property acquisition at the Beach Strip. Any acquisition program should be monitored and reviewed.

McAnulty (366 dwellings)

The proportion of residents wishing to remain (74%) environmental standards, housing standards, and service standards were all high in comparison with other enclaves. However, industries and traffic to the north, east and west create noise problems. Despite this drawback, it is concluded that McAnulty is viable for long term residential use.

An Official Plan amendment should, therefore, be prepared as soon as possible to change the existing industrial designation to residential and to provide for a buffer strip between the proposed residential designation and the remaining industrial designations.

A commercial strip, reflecting the existing zoning, should be provided on the north and east perimeter. The western edge of the residential designation should be buffered from the two blocks proposed for industrial zoning by an open space designation. The south part of McAnulty Boulevard between Ottawa Street and Hampton Avenue would, therefore, keep its industrial designation. The principle of the buffer strips would provide a framework for a neighbourhood plan which should follow the Official Plan amendment. The neighbourhood plan would examine such items as the provisions for school children walking to Rowanwood, possible light industrial uses in the commercial buffer and elimination of industrial traffic in the area.

Immediate change of designation would give the residents a confidence in the future of the area and would encourage expenditure of both private and public funds.

Keith (462 dwellings) and Munroe (66 dwellings)

The percentage of residents wishing to remain in the Keith and Munroe areas is 70% and 68% respectively. Keith has an average standard of environment and housing, average services but larger than average size.

Munroe has better than average services, an average standard of housing and below average standard of environment and size.

The disadvantage of Munroe's small size could be overcome by combining the area with the adjacent Keith area. A further reason for combining the areas is that the two schools in Munroe serve the Keith area.

It is concluded that Keith and Munroe should be given a long term residential future (except for the 2 Keith pockets already considered). However, there are a number of industries within the areas, some of which find adjacent housing detrimental to their operations. The industries found housing detrimental principally because industrial expansion is difficult. It is concluded that the concerns of the industries, which help provide Hamilton's economic base, should be protected. A mixed industrial residential Official Plan designation may be appropriate. This approach is being used in the Niagara and King/Parliament areas of Toronto, where a combination of public feeling and cost of alternatives led to plans for intermixed industrial and residential use.

It is felt that a neighbourhood plan process, involving residents, industrialists and politicians would be the most suitable way of drawing up proposals for the Keith and Munroe areas. Any change of Official Plan and zoning would follow from the neighbourhood plan in the normal manner.

Rowanwood (369 dwellings), Land (250 dwellings) and Beatty (24 dwellings)

Rowanwood residents were equally divided about wishing to remain. The area has an average standard of environment and housing, a higher than average availability of services and a larger than average size.

Land residents were equally divided about their wish to remain. The area has a lower than average environment, an average standard of housing and size and a higher than average availability of services.

Beatty has a lower than average standard of environment, availability of services and size but a higher than average standard of housing and 63% of the residents wish to remain.

It is concluded that no action should be taken on these three areas, but that they should be reviewed in about two years.

This will allow time to judge the acquisition and retention programs for the enclaves and enable any new research or change of circumstances to be taken into account. The proposed modification to the industrial zoning will prevent the advance of incompatible industry.

Relocation of Residents

People moving from the enclaves in the past have had difficulty in finding affordable accommodation. One option involves municipal acquisition of dwellings with long term futures and exchanging these for dwellings which are to be cleared. However, the cost of acquisition would be increased because the dwellings with long term futures would have a higher value (perhaps 20% more) than the dwellings in the enclaves. The difference between values would amount to a gift for the family relocating. This scheme may be felt to be too generous by both neighbours of houses acquired for relocation and by residents of other enclaves who would not receive the same treatment. The cost of operation of the scheme would be administratively expensive. Rather, it is suggested that help in relocating residents would be by co-ordination of data, e.g., registers of accommodation, relocators needs and helpful agencies. Perhaps priority for city owned property should be given to people needing to relocate. It is concluded that a report should be prepared elaborating on the provisions for people who relocate from the enclaves.

6) RECOMMENDATIONS

- a) that an Official Plan Amendment be proceeded with in accordance with Plan 2 for McNulty, and

that a neighbourhood plan be proceeded with if the Official Plan designations are changed.
- b) that the principle of using Keith (except the 2 pockets) and Munroe for industrial and residential purposes be accepted (Plan 3), and

that a neighbourhood plan be proceeded with taking into account both residential and industrial interests.

- c) that a clearance program of no longer than 4 years' duration be set up for Biggar, Stapleton, Alpha, Leeds and the Keith pockets, and

that the clearance program contain expropriation policies for acquiring Biggar and Stapleton for industry as soon as possible, and

that the clearance program contain expropriation policies for acquiring Alpha, Leeds and the Keith pockets for industry towards the end of the clearance program, and

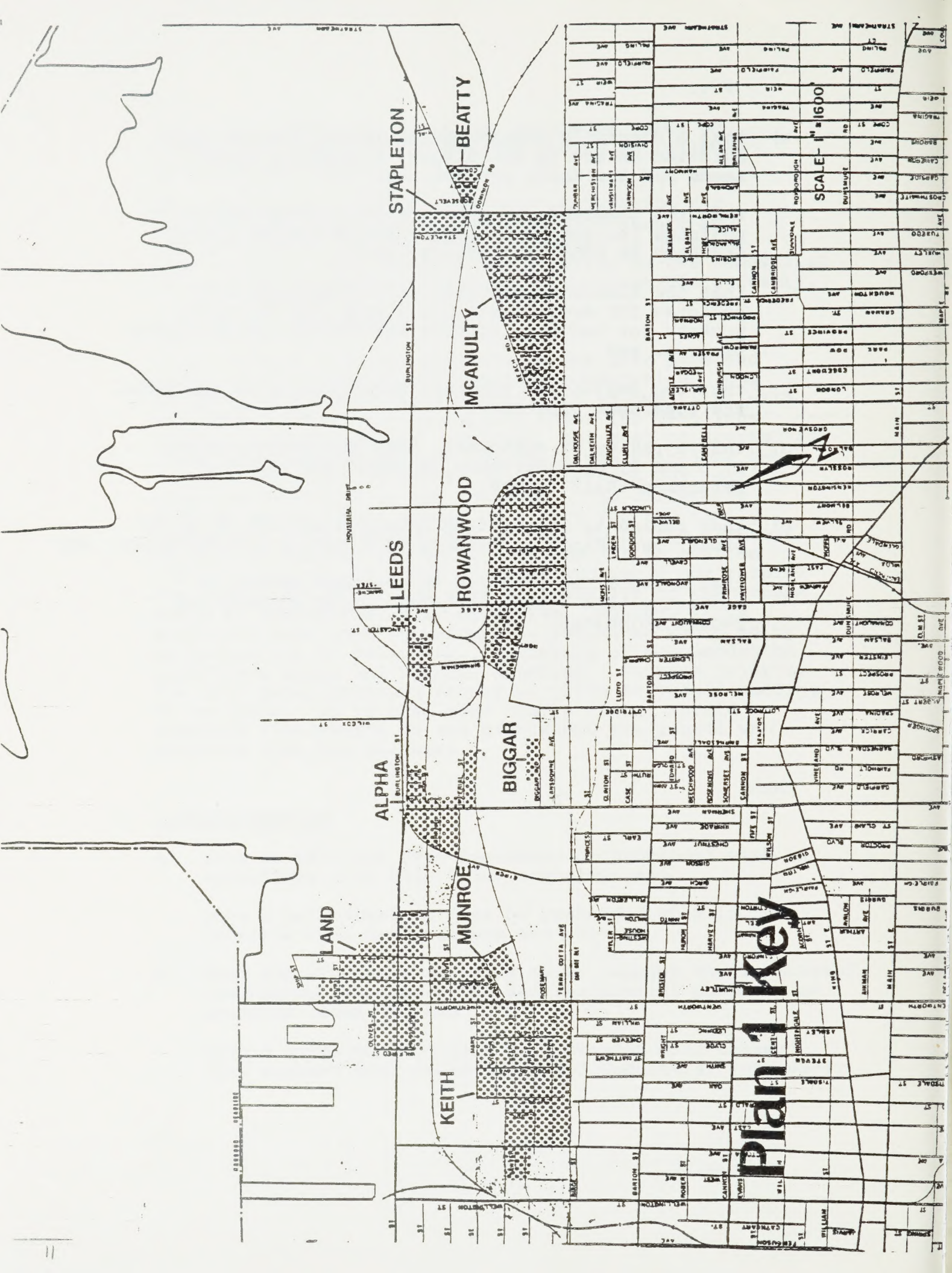
that the Region and Province be requested to implement the clearance program.

- d) that a review of Rowanwood, Land and Beatty (Plans 5, 6 and 2) be undertaken in about two years to determine their future.

- e) that residents moving from acquired housing be given proper assistance in finding alternative accommodation, and

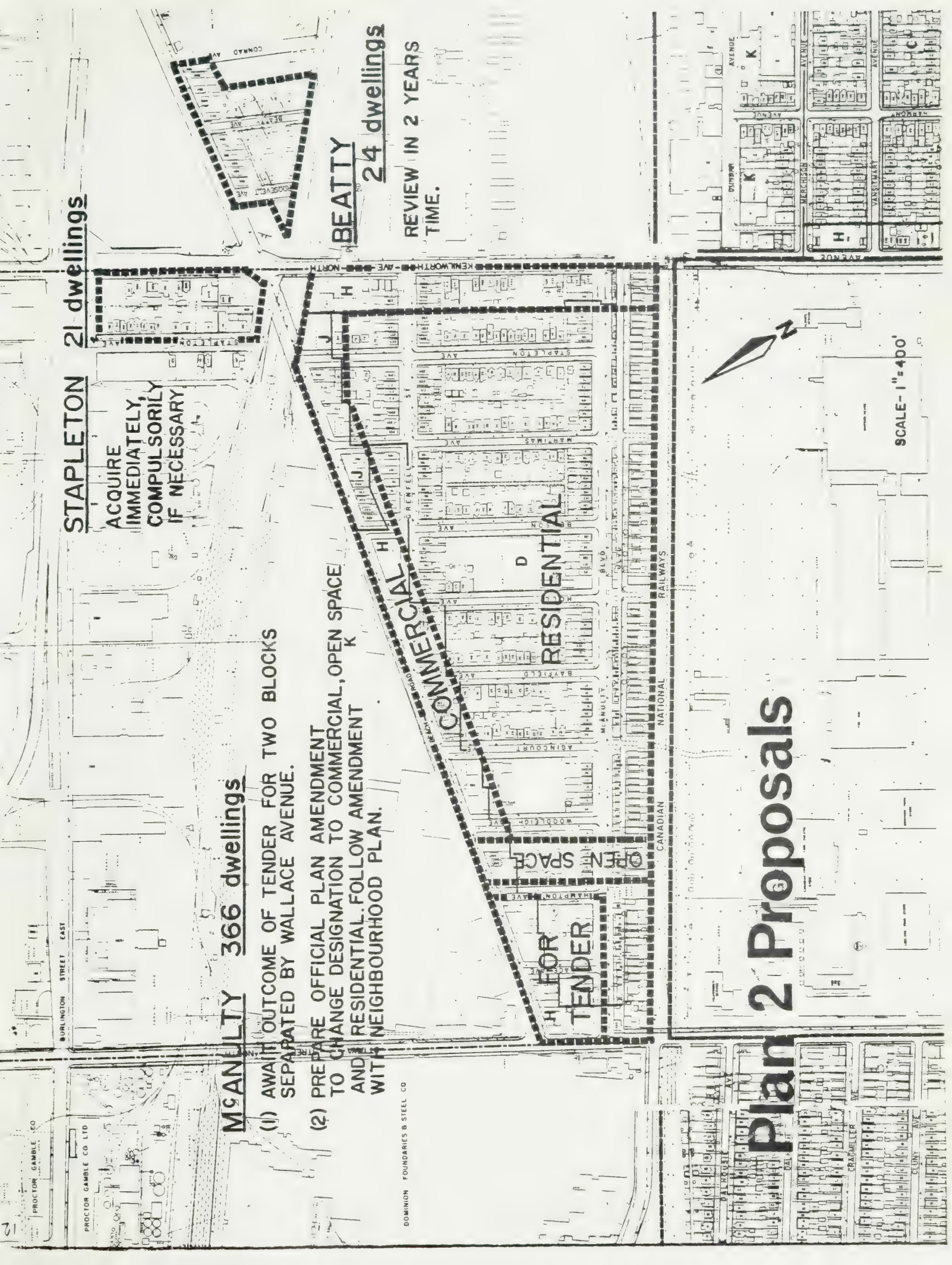
that a report be prepared on the best method of achieving this without acquisition of housing for people relocated.

DG:s



SCALE 1" = 1600'

Plan 1 Key



STAPLETON 21 dwellings

ACQUIRE IMMEDIATELY, COMPULSORILY IF NECESSARY

MCANULTY 366 dwellings

- (1) AWAIT OUTCOME OF TENDER FOR TWO BLOCKS SEPARATED BY WALLACE AVENUE.
- (2) PREPARE OFFICIAL PLAN AMENDMENT TO CHANGE DESIGNATION TO COMMERCIAL, OPEN SPACE AND RESIDENTIAL. FOLLOW AMENDMENT WITH NEIGHBOURHOOD PLAN.

BEATTY

24 dwellings

REVIEW IN 2 YEARS TIME.

2 Proposals Plan



SCALE - 1" = 40'

MUNROE 66 dwellings
PREPARE NEIGHBOURHOOD
PLAN BASED ON MIXED
INDUSTRIAL/RESIDENTIAL USE

KEITH 450 dwellings

PREPARE NEIGHBOURHOOD PLAN
BASED ON MIXED INDUSTRIAL/
RESIDENTIAL USE.

KEITH POCKET 7 dwellings

ACQUIRE OVER 4 YEARS COMPULSO-
RILY IF NECESSARY IN THE FINAL
YEAR.

K

KEITH POCKET 5 dwellings

ACQUIRE OVER 4 YEARS
COMPULSORILY IF NECESSARY
IN THE FINAL YEAR



SCALE 1" = 400'

Plan 3 Proposals

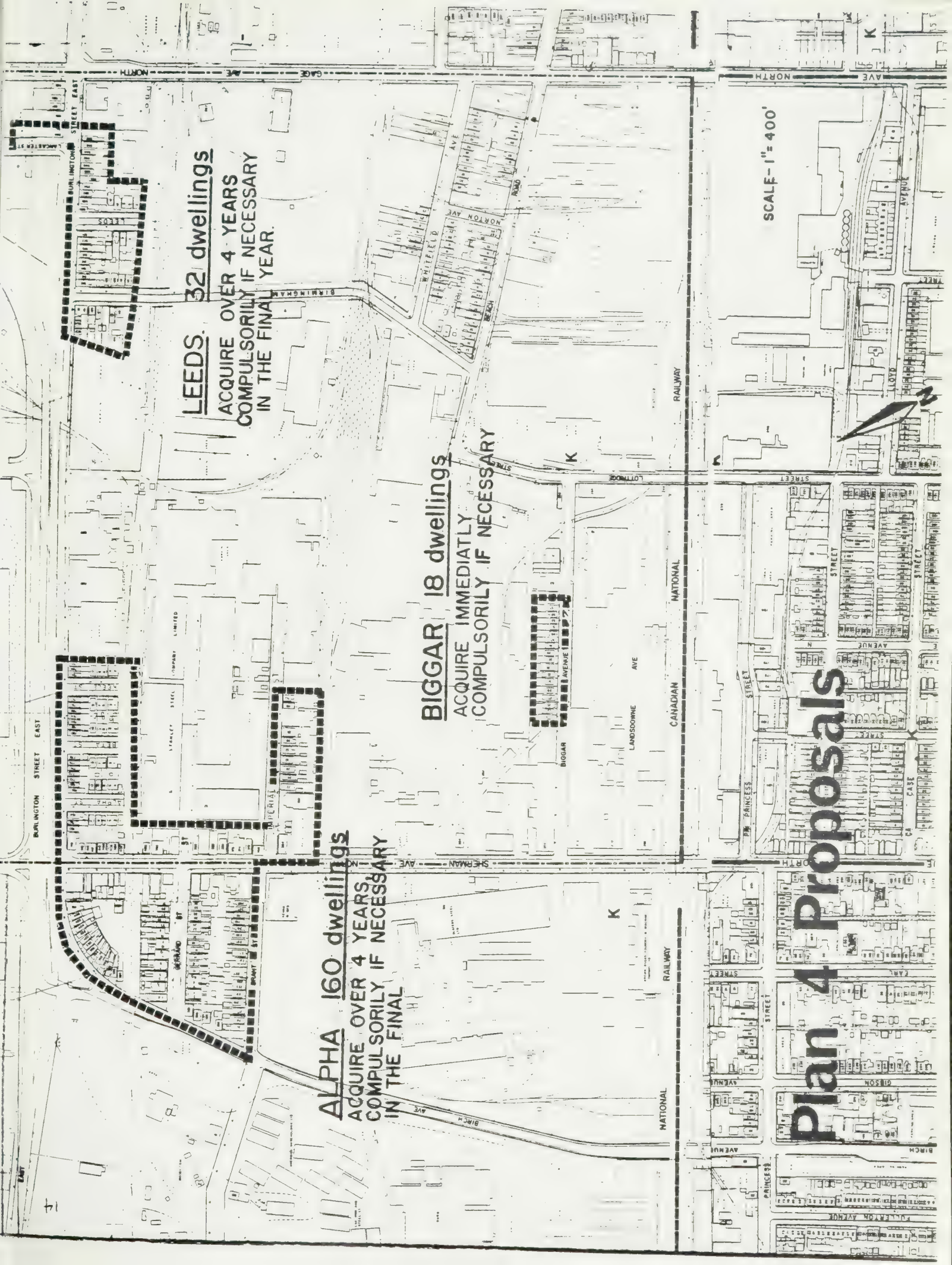
ALPHA 160 dwellings
ACQUIRE OVER 4 YEARS
COMPULSORILY IF NECESSARY
IN THE FINAL

BIGGAR 18 dwellings
ACQUIRE IMMEDIATELY
COMPULSORILY IF NECESSARY

LEEDS 32 dwellings
ACQUIRE OVER 4 YEARS
COMPULSORILY IF NECESSARY
IN THE FINAL YEAR.

Plan 4 Proposals

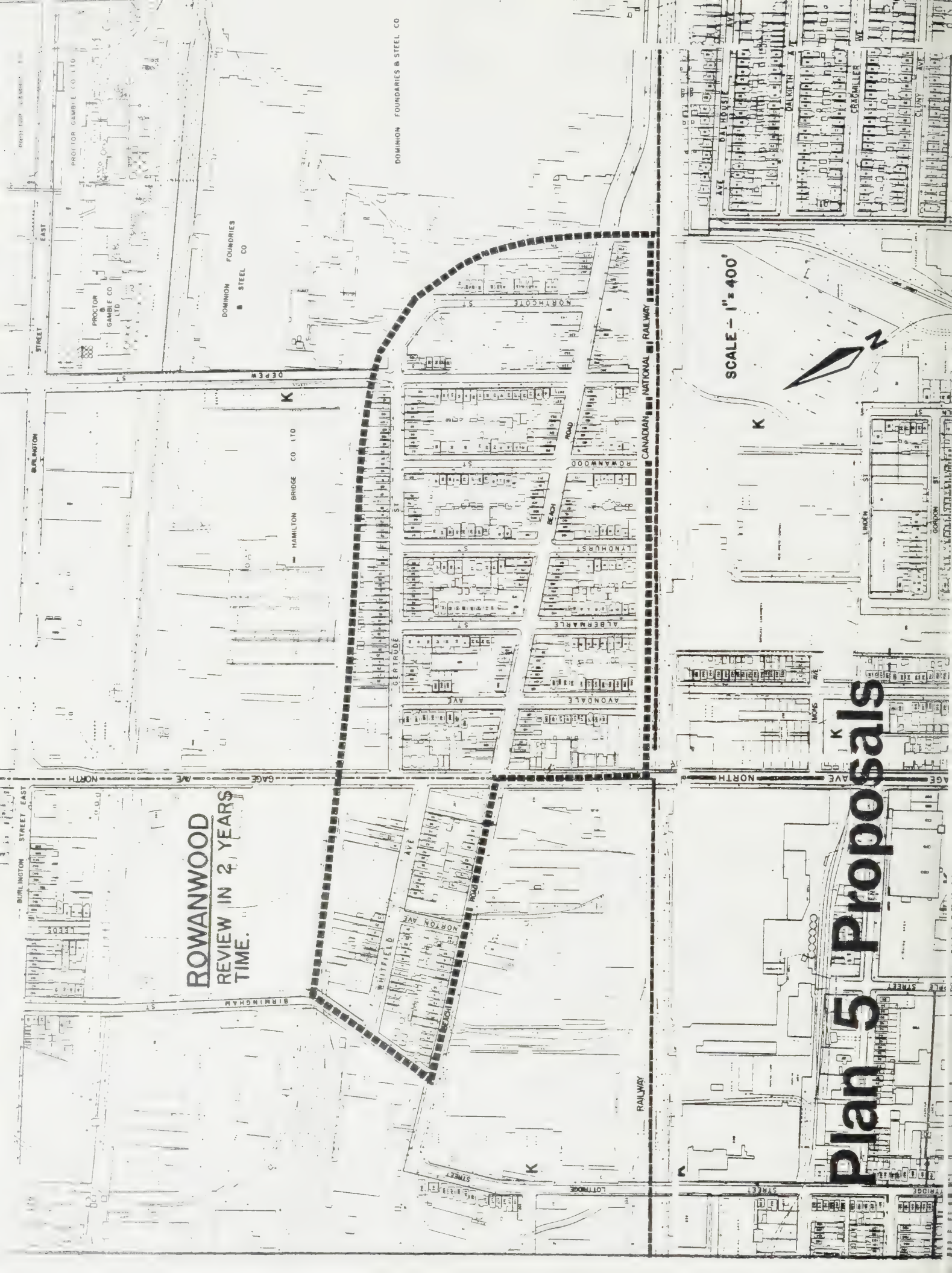
SCALE - 1" = 400'



ROWANWOOD
REVIEW IN 2 YEARS
TIME.

Plan 5 Proposals

SCALE - 1" = 400'



HARBOUR HEADLINE

HARBOUR HEADLINE

PIER No 12

PIER No 14

PIER No 15

PIER No 16

PIER No 17

PIER No 13

LAND 250 dwellings
REVIEW IN 2 YEARS TIME.

SCALE - 1" = 400'



Plan 6 Proposals

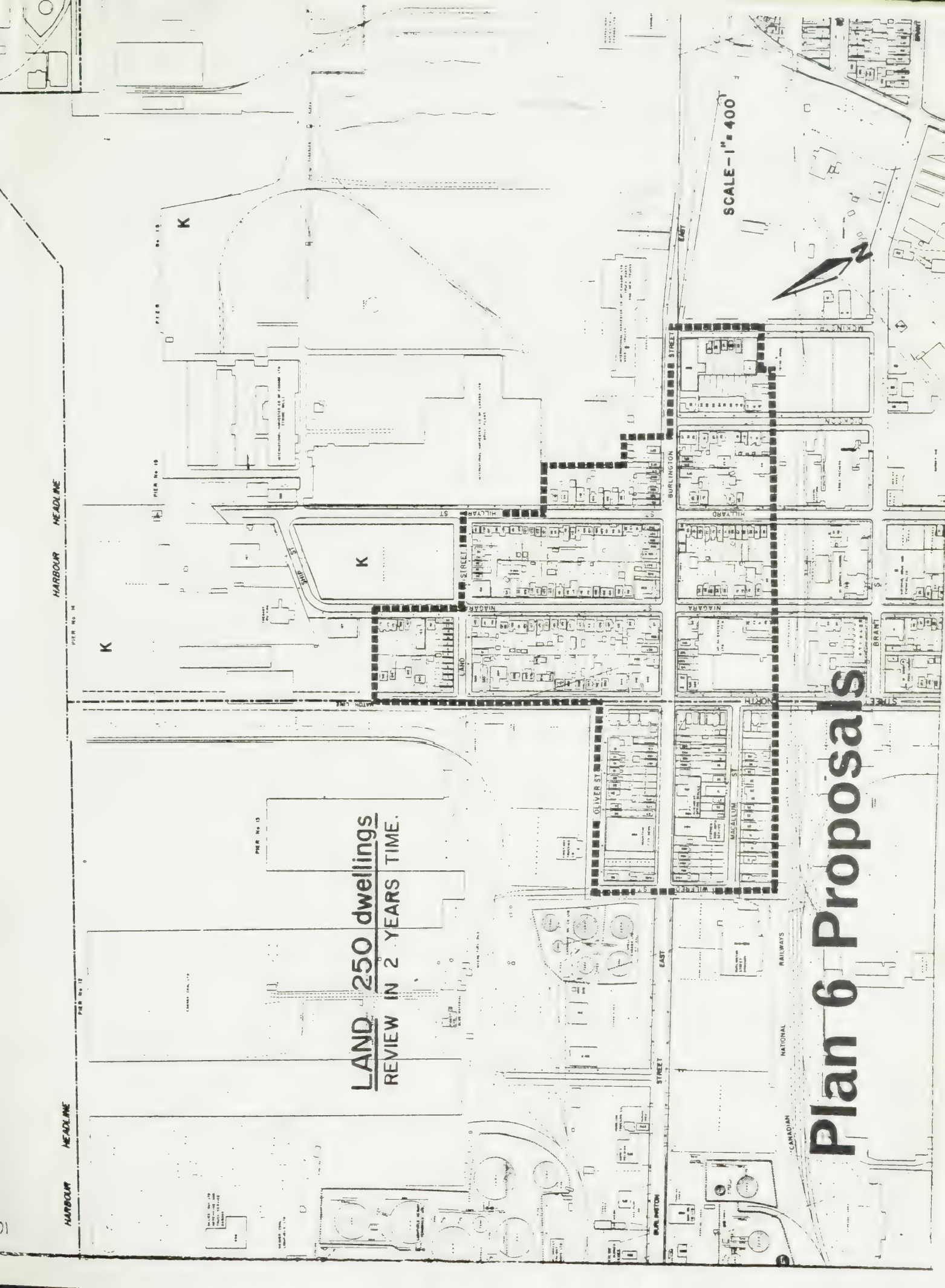


Table 1

SURVEY RESULTS BY ENCLAVE

NAME OF ENCLAVE	NUMBER OF DWELLINGS **	NUMBER OF OCCUPIED DWELLINGS *	PERCENTAGE OF OWNER/OCCUPIERS *	PERCENTAGE OF RENTERS *	AVERAGE LENGTH OF STAY	QUESTIONNAIRES RETURNED	WISH TO STAY	WISH TO LEAVE	UNDECIDED,	FACTORS LIKED (% age indicating:)						FACTORS DISLIKED (% age indicating:)							
										AFFORDABLE HOUSING	SHORT DISTANCE TO WORK	NEAR SCHOOLS	NEAR STORES	ACCESSIBLE TO C.B.D.	FRIENDLY NEIGHBOURS	OTHER	NOT ENOUGH OPEN SPACE	POOR ROAD MAINTENANCE	CAR/TRUCK TRAFFIC	NOISE	BAD SMELLS	DUST AND DIRT	OTHERS
Alpha	160	137	67	33	20	35	25	75	-	55	47	43	18	46	52	7	57	54	81	83	84	92	46
Beatty	24	24	95	5	20	46	63	27	-	86	86	71	100	86	100	14	--	14	43	71	71	86	14
Biggar	18	16	85	15	24	50	38	62	-	83	67	50	83	33	50	17	17	50	100	83	67	83	17
Keith	462	434	80	20	19	38	69	31	-	75	47	58	41	53	63	9	45	72	57	57	57	79	36
Land	250	239	78	22	19	53	51	49	-	68	46	54	19	60	60	8	33	62	70	62	73	86	21
Leeds	32	29	62	38	36	34	70	30	-	67	33	22	33	67	78	--	33	56	44	78	78	100	22
McAnulty	366	350	85	15	17	65	74	23	3	80	59	58	86	62	75	13	27	49	56	58	67	74	17
Munroe	66	60	87	13	24	47	68	32	-	87	74	74	44	52	65	9	52	22	57	39	57	65	22
Rowanwood	369	342	81	19	19	50	47	50	3	81	53	49	67	55	54	10	51	43	69	71	81	88	33
Stapleton N.	21	20	85	15	23	50	50	50	-	45	33	11	22	33	33	--	22	56	89	89	78	78	56
TOTAL	1768	1651	80	20	22	49	59	39	2	77	55	55	56	59	67	11	39	53	63	63	69	81	27

** From Field Survey and Land Use Maps

* From 1977 Assessment List

** From Field Survey and Land Use Maps
* From 1977 Assessment List

Table 2

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INDUSTRIAL QUESTIONNAIRE RESULTS -

Response Rate: 34.4%
No. of Industries Surveyed: 90
No. of Industries Responding: 31

Enclave	Company's Plans for the Future				Company's Feelings About Nearby Residences				
	(a) Continue Unchanged	(b) Expansion in present loca - tion	(c) Move out of area	(d) Other	(a) Beneficial	(b) Indifferent	(c) Detrimental	(d) Other	TOTAL
Alpha	1	1	0	0	0	2	0	0	2
Beatty	0	0	0	0	0	0	0	0	0
Biggar	2	3	0	0	1	3	1	0	5
Keith	4	3	1	0	0	4	4	0	8
Land	0	2	0	1	0	3	0	0	3
Leeds	0	1	0	0	0	0	1	0	1
McAnulty	0	1	0	0	0	0	0	1	1
Munroe	2	1	0	1	0	3	0	1	4
Rowanwood	1	5	0	0	0	3	1	0	6
Stapleton	0	1	0	0	0	1	0	0	1
TOTAL	10	18	1	2	1	19	7	2	31

Table 3

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COMPARISON OF AREAS

Enclave Name	Public Attitude Wish to Stay	Standard of Environment	Standard of Housing	Availability of Services	Size of Area
McAnulty	High	High	High	High	High
Keith	High	Average	Average	Average	High
Munroe	High	Low	Average	High	Low
Rowanwood	Low	Average	Average	High	High
Land	Low	Low	Average	High	Average
Beatty	Average	Low	High	Low	Low
Leeds	High	Low	Low	Low	Low
Alpha	Low	Low	Low	Low	Average
Stapleton	Low	Low	Low	Low	Low
Biggar	Low	Low	Low	Low	Low

High means higher than average for enclaves

Low means lower than average for enclaves

URBAN/MUNICI